

SLO Bicyclist and Pedestrian Education Grant

Bike/Pedestrian/Motorist Comprehensive Education and Safety Campaign 2014



Louisville Metro Government

June 13, 2014

Program Background:

Louisville Metro Government continues to provide Bicycle & Pedestrian efforts in *non-infrastructure* categories of program implementation. The Louisville Bicycle & Pedestrian Program is broken down into “Five E’s,” and “Three P’s” respectively. Both models are nationally recognized models for structuring such programs. The Five E’s are (presented by the League of American Bicyclists Louisville’s Bike Master Plan):

- 🚲 **Encouragement**
- 🚲 **Education**
- 🚲 **Engineering**
- 🚲 **Enforcement**
- 🚲 **Evaluation**



The Three P’s are (in order presented in the several planning documents such as Seattle’s 2010 Pedestrian Master Plan):

- 🚶 **Projects**
- 🚶 **Policy’s**
- 🚶 **Programs**

Purpose

The purpose of this project is to implement and maintain the vital Bicycle & Pedestrian programs and projects which fall under the scope of the Four E’s and Two P’s described above. While capital improvement projects are essential in developing a safe and popular Bicycle & Pedestrian network, the non-infrastructure elements are equally (if not more) important.

For instance, they are the elements which reach out to **educate** the vast population of *non-bicyclists*: the motoring public. When new bicycle and pedestrian facilities are built, the public at large must be educated about how to drive alongside them in order to ensure the safety of *all* road users as well as the efficient operation of the network. This is but one example of countless ways in which these non-infrastructure programs are vital to our efforts to create a bicycle-friendly and walkable Louisville.

Scope

As mentioned, this application is for funding of programs in our non-infrastructure project categories. Although the scope of activities included in these Four E’s and Two P’s are extremely broad, a tremendous impact can be made with the relatively small amount of funding requested. In looking over the following (non-exhaustive) project scope for these Four E’s and Two P’s, bear in mind that many projects cross boundaries and serve multiple purposes at once.

To give one of numerous examples, programs that **encourage** bicycling and walking very often serve to **educate** the public about issues as well.

Below is a list of programs which are based on Louisville's Bike and Pedestrian Master Plans. Each program is described in detail along with the programs associated budget. Each program will be managed by Bike Louisville's Education, Encouragement, Enforcement E-Teams and Step Up, Louisville's Policy and Programs P-Teams.

Encouragement/Program:

Encouragement/Program is the "E" and "P" which has in previous SLO applications been referred to as "Promotion." The stated goal of this E in the Bicycle-Friendly Louisville Plan (though the same applies to Pedestrians and Walkability) is to, "Increase bike ridership by a broad range of residents for fun, fitness, and transportation." An environment that is safe and welcoming to cyclists of all ages and abilities must be created in order for bicycling and walking to become viable transportation and recreation options for Louisville residents. The Bicycle & Pedestrian program will succeed only if parents feel comfortable taking their children out for a Sunday afternoon bike ride or walk around their neighborhood, or an early morning trip on foot or by bike to their elementary school

In order to accomplish the objective of *increasing the frequency of bicycling and walking as well as the mode-shift away from motor vehicles* for short trips, a number of programs have been implemented or planned by the Bicycle & Pedestrian Program. Some highlights of these programs (but by no means all of them) include:

- Expand programs that promote walking and bicycling for physical and mental health.
 - Each Memorial Day and Labor Day the Mayor of Louisville Metro hosts the Mayor's Healthy Hometown Hike, Bike and Paddle event. Since the events' inception in 2006, participation has grown from around one thousand (1,000) people to over ten thousand (10,000) including people of all ages and from all walks of life. The League of American Bicyclists bills this event as the largest public bike ride hosted by the mayor of an American city.
 - These rides and hikes take place on city streets which remain *open to traffic*, teaching riders and hikers of all abilities how to negotiate urban bicycling and walking. The funding applied for here will fund, among other things, supplies and training for a large team of "Bike Marshalls" which ride along with the crowd and ensure that the rules of the road – for bicyclists, hikers and drivers alike – are followed and that the ride remains safe and fun for everyone
 - Metro Louisville also gives away – and custom-fits to individual participants with the help of the Brain Injury Association of Kentucky – hundreds of high-quality bicycle helmets at the Hike and Bikes twice per year. Lights and reflective items are also given away for both cyclists and hikers so both can be seen while cycling or walking at dusk or dawn or dark. While we have negotiated substantial discounts on the bulk purchase of these helmets, lights, reflective items and other promotional items, there is still significant cost associated with the program

(which is among our most popular and valuable), and we hope also to expand the helmet and light giveaways to other events and even to make them available year-round to disadvantaged communities and children.

- Expand auto trip reduction programs to encourage more people to travel by means other than the private automobile (including by walking and bicycling). Increase the number of people participating in a Metro-sponsored commute trip reduction program each year.
 - One recommendation of the Bike Summit was to provide *free, secure* Valet Bicycle Parking for all people who choose to ride their bicycles to Metro sponsored events such as Thunder over Louisville the kickoff of the Kentucky Derby Festival. Thunder is one of the largest fireworks displays in the nation and the world, brings thousands of people to Downtown Louisville every spring. Some folks who come from a great distance will even park their cars a mile or two from the Park and then ride bicycles to the event itself. This service has exploded in popularity, replacing hundreds of motor vehicle trips and parking spaces with bicycle trips. Combined with the numerous bicycle facilities which have been built to serve Downtown – including bike lanes on Second, Third, Jackson, Main, and Market Streets, the Riverwalk heading west, the Beargrass Creek Trail heading east, and soon the Big Four Bicycle & Pedestrian Bridge to Southern Indiana, people who ride to Thunder are able to arrive and depart much more quickly and easily than those who drive, and they have a great time in the process.
- Develop "Walk to Work" day, possibly in collaboration with "Bike to Work" month. Also explore an ongoing program of "Walk to Work Fridays" and "Walk to Work" month. Continue to promote Bike To Work Day, Week and Month.
 - Currently Metro hosts an annual Bike-to-Work Day Celebration event at 4th Street Live! in Downtown Louisville. Over the last two years this event has encouraged over a 1,000 people to bike to work. For most participants this was the first time biking to work and many of them continue to bike to work. During this event lights and reflective items are given away for both cyclists and hikers so both can be seen while cycling or walking at dusk or dawn or dark.
- Continue neighborhood walkability assessments for neighborhoods, incorporating assessment information into the inventory.
 - Metro would continue to implement walkability assessment in neighborhoods, where greater health inequities tend to exist, many of the greater barriers to physical activity and safe walking conditions focus on meta-infrastructure needs such as property maintenance, vacant property, lack of destinations, and safety issues. Louisville has been able to take assessment data gathered and use it as a communication tool for real action, such as infrastructure improvements. The greatest discovery during this process is realizing the walkability assessment is a gateway tool to engage all involved (residents and officials alike) in the big picture items that serve as barriers to walkability.

There are numerous other programs and projects which are part of our Encouragement efforts, including pedestrian-related projects, but space in this application does not allow for description of all of them. In total these programs do not cost very much, relative to capital infrastructure investment, but the benefits they provide to Louisville in terms of safety, Encouragement, Program visibility, and genuine public excitement, are immense. Encouragement is perhaps the arena in which this SLO funding will add the most value per-dollar to Louisville's Bicycle & Pedestrian Program.

Education/Program:

The Bicycle & Pedestrian Programs receive suggestions, questions, and comments from the public on a daily basis relating to a wide range of topics (far too many to include in this application). The need to amplify our efforts to educate the public – motorists, pedestrians, and bicyclists – about safe driving, walking, and riding behavior and about the laws relating to teach, is perhaps the area about which we receive the most comments. While it is incumbent upon Government to inform citizens about the law, certainly, but also about safe behavior in the public right-of-way, public Education Programs – and even targeted-Education Programs – are expensive, complicated, and challenging to implement effectively. In addition, it is crucial to provide the most up to date training for Louisville professionals who are designing and engineering Louisville public transportation network.

- Bike/Pedestrian/Motorist Comprehensive Safety Campaign
 - Develop and implement a social marketing campaign designed to alert drivers to the need for caution when motorists, pedestrians and cyclists are sharing the roads and walkways. The campaign will be very simple and direct, utilizing a series of messages under one central theme so as to speak to each of our target groups while maintaining the continuity and cohesiveness of any successful marketing campaign. The goal is to make drivers aware of their responsibilities as we support the needs of all pedestrians and cyclists, including the elderly, students, people with disabilities and those walking or biking for both exercise and transportation. The campaign will be layered to also target pedestrians and cyclists specifically toward being responsible for their own safety as well. The messages will be supported through both paid and earned media as well as by ongoing materials distribution and periodic reviews of its success and challenges.
- Develop and launch training modules for Metro staff, including topics such as:
 - Implementation of recommendations from the bicycle Master Plan; project conceptualization, design, and construction (as multiple programs build pedestrian and bicycle facilities); accessibility needs of people with disabilities (training for all LMPW employees who participate in the planning, design, and construction of pedestrian and bicycle facilities); pedestrian and bicycle-appropriate intersection and crosswalk lighting schema (provided by Lighting Design Lab); and alternative sidewalk standards and maintenance requirements.

- Increase opportunities for driver education about bicycles and pedestrians:
 - Louisville Metro contracts annually – if funding is available – with the Louisville Bicycle Club to hold several Sharing the Road classes. These classes, following the “Road 1” bicycle safety curriculum from the League of American Bicyclists, are taught by Louisville’s more than ten Certified League Cycling Instructors (LCIs), individuals who have undergone intensive training to become certified as bicycle safety educators. Over the past year this program has been integrated into several private driver education schools. This program has the potential to reach all new and Jefferson County motorists.
 - In addition, to reach new drivers this program would also provide educational material at the State of Kentucky’s Driver Testing-Bureau of State Police. After contacting Jefferson Counties Driver Testing-Bureau of State Police they will allow a banner and posters illustrating the rules of the road. Therefore Bike Louisville and Step Up Louisville would create a banner and posters to be placed where an annual number of 46,000 new and renewing motorists can view the rules of the road.
 - Last year the Paula Nye Grant allowed Bike Louisville to create a short bicycle safety education video. This video has been a huge success and has been used during several bicycle education classes. Currently Dr. Terry Kline from the ECU Traffic Safety Institute would like to use the current video, but shorten it so it can be used to target the 16,000 people who attend traffic school in Kentucky each year. Allowing the video to be tailored to motorists will allow the ECU Traffic Safety Institute to educate the captive traffic school audience on the importance of sharing the road with all road users’ including bicyclists and pedestrians.
- Increase opportunities for youth bicyclist education:
 - In the Netherlands and Germany, all school age children have received extensive instruction on safe walking and bicycling practices by the age of 10. In partnership with the Louisville Metro Police Department, Department of Public Health and Wellness, Louisville Department of Public Works and Assets, the Step Up Louisville and Bike Louisville teams, a current youth bicycling curriculum was implemented in the Jefferson County Public School System in 2010 and expanded to a summer program in 2011 when children are out of school and often outside bicycling. The summer pilot program was implemented at three Louisville Metro Community Center Summer Camps reaching around 60 youth. The program was such a success the program grew to reach all 11 three Louisville Metro Community Center Summer Camps during the summer 2012 reaching over 300 youth and actually teaching over 30 kids how to ride a bicycle for the first time. Meanwhile the in school program has reached over 6,000 youth since 2010. The Bike Sense



Program helps educate our youth to walk and bicycle defensively, to anticipate dangerous situations, and to react appropriately.

In addition to the Bike Sense curriculum, Bike Louisville piloted an advanced Bike Sense program at Louisville's World Class Cyclocross Park. The week-long Cyclocross camp was a huge hit with those youth who excelled in the Summer Bike Sense program.

The Bike Sense Cops for Kids program also launched in the summer of 2011 in three communities. This allows children of the community to be taught not only how to ride a bike safely and properly, but allows for their bike safety skills to be reinforced in a positive way. The Bike Sense enforcement piece was modeled after the Minneapolis "Bike Cops for Kids" program that provides bike safety outreach to children in the Minneapolis area by School Liaison officers during the summer months. During summer 2013, the Bike Cops for Kids program expanded to all 11 Community Center neighborhoods.

The enforcement piece of the Bike Sense Program is only one key element of a bigger goal within the Bike Sense Program: youth outreach. The Bike Sense Program provides a link between officers and youth for enforcement, encouragement and engagement within local neighborhoods, where a police presence is often stigmatized by youth in a negative way. The ultimate goal of enforcing the Bike Sense program is to use bike safety as a catalyst to create positive interactions between law enforcement officers and youth. What is unique to the summer Bike sense program is an LMPD Bicycle Patrol aspect.



Part of the funding would allow several LMPD officers to bicycle in targeted areas and hand out educational "citations" to youth who are not following the rules of the road. The other part of the funding would allow for these citations to be redeemed during several summer bicycle safety youth classes. The classes will be taught by Louisville's more than ten Certified League Cycling Instructors (LCIs), individuals who have undergone intensive training to become certified as bicycle safety educators. In an effort to further engage our future teachers the program as set up a student teaching internship opportunity through the University of Louisville school of Education, Heath & Sport Sciences. The classes will teach our youth to walk and bicycle defensively, to anticipate dangerous situations, and to react appropriately. Each graduate will be awarded a bicycle helmet if they do not already own one.

Program implementation will begin during the 2013 summer and last into the spring of 2014. The number of people targeted during this program will be at a minimum of the number of youth who enroll in the Youth Cycling Safety

Program. An anticipated 11, one week long summer Youth Cycling Safety Programs camps with on average 30 youth per camp will be implemented. Therefore, an estimated number of 330 youth would be potentially reached during the 2014 summer. This is a population who would not normally be reached so through this program youth will learn how to ride



safely in a fun and exciting class. In addition to the Community Center Bike Sense program the advanced Bike Sense curriculum will be expanded to provide those youth who excel at cycling an opportunity to bring their cycling skills to the next level; especially since Louisville hosted the 2013 Cyclocross World Championship, which was an excellent opportunity to introduce these youth to sport of Cyclocross.

- Louisville has provided youth bicycle and pedestrian education through a model city located behind Bates Elementary School on Bardstown Road, since 1993. Annually, more than 7,500 second grade students receive a full day of lessons in bicycle, pedestrian, school bus, stranger danger and traffic safety. Classes are taught by an officer and a civilian employee of the Louisville Metro Police Department. After completing the workbook curriculum, the children spend the second half of the day applying their bicycle and pedestrian safety knowledge in a real life model city. The children practice safe biking and walking behaviors around the model city which features a miniature hospital, bank, library, fire station, city hall and other buildings, a railroad crossing, a school bus, working traffic lights and stop signs.
- Preventable injuries are the leading cause of death among children and adolescents under age 15. In fact, more children die annually from preventable injuries than from all childhood diseases combined. Many of these injuries could be prevented if children were instructed to be aware of common dangers. Louisville has provided educational programs aimed at helping children learn and practice the skills and knowledge necessary to avoid preventable injuries.
- Metro contracts annually – if funding is available – with the Louisville Bicycle Club to hold several adult bike-handling and rider safety education classes. These classes, following the “Road 1” bicycle safety curriculum from the League of American Bicyclists, are taught by Louisville’s more than ten Certified League Cycling Instructors (LCIs), individuals who have undergone intensive training to become certified as bicycle safety educators. Over the past two years these classes have gone from reaching a handful of people to several hundred, and they have expanded from one location to several locations.
- Safe kids Walk This Way program:
 - The expansion of the “Walk this Way” program is intended to raise awareness among 3rd, 4th, and 5th grade students regarding pedestrian safety. This local

event was started in 1999 by OCA in partnership with FedEx in order to raise community awareness about walking safely and promoting healthy behavior.

Kentucky has joined with 2,500 schools across the nation to celebrate International Walk to School Day by teaching safe walking and biking skills, encouraging kids to walk or bike to school, and promoting walking and biking throughout the year. Millions of children from countries around the world annually participate in this event. Since the beginning of the program, more than 2.8 million students have joined with nearly 15,700 FedEx volunteers in 7,330 schools for International Walk to School Day.

The Walk to School Day in Louisville is scheduled for Wednesday, October 8, 2014. Last year, the event was held at Lowe Elementary School at which time 615 students participated along with teachers, volunteers, and local law enforcement. Our goal is to increase the number of schools from 1 to 5 in the upcoming school year, thus increasing the number of students to over 3,000. This event, which usually draws a lot of publicity from local news networks, will primarily target pedestrian safety for 3rd, 4th, and 5th graders. Currently, the annual Children & Hospital Week event, which spotlights various health and safety topics including pedestrian safety, is modeled for kindergarten kids. The Safety City agenda which includes curriculum teachings on various street safety topics is geared toward 2nd graders. The Walk This Way program will be directed toward students in 3rd, 4th, and 5th grades, or those approximately 10-12 years of age. Thus, these three separate safety educational programs will encompass and reach kids from ages 5 to 12 years of age for the purpose of emphasizing the importance of pedestrian safety along with other safety messages and topics.

Enforcement/Policy:

The first and last lines of defense for the safety of highway users – and among the most challenging – are enforcement measures. The public complains frequently, in both directions, that motor vehicle drivers do not respect the rights of cyclists and pedestrians to the road and that cyclists do not respect the rights of motor vehicle drivers to the road. What is needed – at least until our Educational efforts have had the opportunity to reach the wider public – is a comprehensive Enforcement campaign which will demonstrate to the public in no uncertain terms that unsafe behavior, on the part of motorists or bicyclists (or pedestrians for that matter), will not be tolerated, and existing laws will be enforced. Continue to fund and implement crosswalk emphasis patrols (e.g., crosswalk stings) in balance with jaywalking citations. Identify appropriate locations for focused enforcement efforts, including in the high priority areas identified in the plan. Evaluate the effectiveness of jaywalking citations on improving pedestrian safety.

- Continue to fund and implement bicyclist emphasis patrols (e.g., targeted campaigns). Identify appropriate locations for focused enforcement efforts, including in the high priority areas identified in the plan.
 - Metro has also implemented a Trail Watch program wherein volunteers are trained by representatives of Metro Parks, the Louisville Metro Police Department (LMPD), and Public Works about which city numbers to call in the event of witnessing a safety or operational issue while using the city's bikeways and pedways. This program has plans to eventually expand into basic First-Aid training, bicycle maintenance, and other skills which these trail volunteers could provide to trail users.
 - Currently Louisville Metro Police officers are handing out the Yellow Cards, but this program will allow helmets and lights and reflective items to also be handed out. The program will be managed by Bike Louisville's Enforcement Team Leader Sergeant Biven from the Louisville Metro Police Department. The Yellow Card Program will be an ongoing program whereas the helmet, light and reflective item component will allow Bike Louisville to gather data on the need for additional helmet, light and reflective item in order to provide evidence based data to continue to program. The number of people targeted during this program will be at a minimum of the number of products handed out. In addition, viral marketing can not be discounted since people targeted during this campaign will share their experience with others including the police officers who are implementing the program.

Evaluation/Policy:

Bike Louisville and Step Up Louisville are taking a more holistic approach in the way it defines evaluation. Evaluation goes beyond the traditional thought of only evaluating engineering facilities, but instead Bike Louisville and Step Up Louisville are working to evaluate all 5 E's. Through the evaluation of Bike Louisville and Step Up Louisville objectives and associated strategies as described above will determine what strategic elements were effective and how to improve the elements which weren't.

Bike Louisville and Step Up Louisville evaluation method is based from the CDC's evaluation format. The steps are cyclic and include: engage stakeholder, describe the program, focus the evaluation design, gather credible evidence, justify conclusions, ensure use and share lessons learned. Since the steps are cyclic the shared lessons learned need to be described to the stakeholders who make up the first step.

- Evaluation of existing and future facilities:
 - Recently Louisville request of Experimentation of bicycles facilities has been granted. To determine if these experimental facilities are effective based on requirements outlined in the Manual of Uniform Traffic Control Devices an evaluation will need to be conducted. The evaluation will involve "before" and

"after" studies tracking progress of the experiment and evaluating the performance of the new facility. One before study will be conducted and three after studies will be conducted (one month, two months and six months) after implementation of the bike boxes.

- Bicycle counts:
 - Evaluating the use of existing facilities and/or the need for new facilities, as well as monitoring the behavior of cyclists and pedestrians, are key elements of a successful bicycle & pedestrian program. Metro’s first-ever comprehensive bicycle count program started in 2010 and it continues to expand. Future funding will allow for this program to continue in hopes of counts taken at least annually, during the same time of year, and at the same location. This data will be made readily available to the public so other agencies and researchers may utilize the data in various ways.
 - Monitoring of street intersections and multi-use paths will provide for both user counts and evaluation of bicycling and pedestrian safety behaviors. This monitoring will include documentation of motorists and non-motorists behaviors.
- Evaluate bicycle and pedestrian crash data as part inventory and assessment:
- Pedestrian and Bicycle program evaluation:
 - Focused program evaluation of the above programs are important to determine if the programs are reaching there objectives.



Project Schedule/ Budget

The following table identifies milestones, anticipated schedule, and budget estimates.

Project Element	Estimated Budget	Local Match

Encouragement/ Program/ Evaluation/ Policy		
<ul style="list-style-type: none"> ➤ Create or Expand Programs that Promote the Benefits of Walking and Biking ➤ Promote Bicycle Usage Through Valet Bike Parking ➤ Bicycle and Pedestrian Traffic Count Program ➤ Pedestrian and Cyclist User Surveys and Analysis 	\$ 12,000	\$ 3,000
Education/ Program/ Enforcement/ Policy		
<ul style="list-style-type: none"> ➤ Bicycle and Pedestrian Safety Training ➤ Bike/Pedestrian/Motorist Comprehensive Safety Campaign ➤ Bicycle Handling, Traffic Safety and Maintenance Classes ➤ Targeted Enforcement Campaign ➤ Louisville Metro Police Officer Outreach Program 	\$ 108,000	\$ 27,000
Total Project	\$ 120,000	\$30,000